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ABSTRACT

Many states have already begun the task of creating a more "seamless" education system that stretches from kindergarten through the undergraduate years (K-16). Support for this integration of the education system is growing, although the obstacles are recognized as formidable. A conference was held to discuss ways of bring such a seamless system into being. Conference participants deliberated about five key issues previously identified as relevant to the pursuit of the seamless system, and each of the five roundtables was stimulated by background papers prepared for the conference. The five papers, presented in an appendix, are: (1) "Equity: Why Is K-16 Collaboration Essential to Educational Equity?" (Kati Haycock); (2) "Governance: Governance and the Connection between Community, Higher Education, and Schools" (Ira Harkavy); (3) "Standards: Bridging the Great Divide between Secondary Schools and Postsecondary Education" (Michael Kirst and Andrea Venezia); (4) "Teachers: Improving Teacher Preparation: Research, Practice and Policy Implications" (Arturo Pacheco); and (5) "Community: Inter-Level Educational Collaboration for Civic Capacity Building: The Role of Local Education Funds" (Wendy D. Puriefoy). (SLD)

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Gathering Momentum:

Building the Learning Connection Between Schools and Colleges

Proceedings of The Learning Connection Conference Sponsored by

The Institute for Educational Leadership
The Hechinger Institute on Education and the Media
The National Center for Public Policy and Higher Education
National Conference of State Legislatures
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A Report from

The Hechinger Institute on Education and the Media
The Institute for Educational Leadership
The National Center for Public Policy and Higher Education

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Gathering Momentum *is based on the proceedings of The Learning Connection Conference, held at the Ewing Marion Kauffman Foundation Conference Center, Kansas City, Missouri, June 27–28, 2001.*

This report is part of PERSPECTIVES IN PUBLIC POLICY: CONNECTING HIGHER EDUCATION AND THE PUBLIC SCHOOLS, *a series co-sponsored by The Institute for Educational Leadership and The National Center for Public Policy and Higher Education.*

K–16 Report #02-01

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"These partnerships are critical in many urban areas, where some of our best universities stand just blocks from some of our worst schools."

Rod Paige, U.S. Secretary of Education

Foreword

The Ewing Marion Kauffman Foundation is pleased to have supported the policy conference and this resulting report that highlights the need to have K–12 and higher education systems work more closely together to support excellence in education. The 15 state teams that met in Kansas City last June recognized the need to break down the dysfunctional separation that traditionally has characterized relationships between the K–12 and postsecondary systems in the great majority of states.

There are encouraging signs in the 15 states that participated in the conference, and in other states as well, that inter-level isolation is waning, and that cooperation between the two educational systems is increasing, on issues like teacher quality, standards, college admissions and placement, and remedial education. Obviously, issues such as these overlap the two systems and require more inter-level collaboration.

Improving teacher education, for example, requires much more cooperation between school systems and the institutions that prepare the nation's teachers. The evidence is now confirming what respected researchers and experienced practitioners have known for a very long time, that teacher quality is the critical leverage point in improving education in America. In the conversations in Kansas City it became abundantly clear to the attending state policymakers and educators: Only when K–12 and higher education systems work closely together to support excellence and vigor in preparing educators to teach in America's classrooms will quality education and equality of opportunity become a reality for all of our youngsters.

Susan Wally
Vice President, Youth Development
Ewing Marion Kauffman Foundation

PREFACE

A Message from the Conference Sponsors

Many academic and school leaders have been hard at work in recent years to close a gap that has been too wide for too long. They insist that the public is not well served when the nation's schools and its colleges and universities deal with each other at arm's length. Many states have already begun the arduous task of creating a more "seamless" education system, one that stretches from kindergarten through the undergraduate years (K–16). Some systems sprang up voluntarily between education sectors, others required legislation. Some states encourage little more than regular conversation between the two systems, while others have tried to relate the movement for standards-based education reform to decisions about academic admission and placement. Support for this new way of thinking is growing and the momentum behind it is formidable.

It would be a mistake, however, to think that simply conceiving of a more seamless system will make it a reality. Concepts, of course, are important, but at the ground level where policy meets public need, a host of potential barriers block the way.

That's why our organizations took advantage of the publication of *The Learning Connection*, edited by Gene I. Maeroff, Patrick M. Callan and Michael D. Usdan, to consider the issues involved.[1] We asked governors' policy advisors, legislative chairs, state superintendents of instruction, and state higher education executive officers from some 15 states to gather at the Ewing Marion Kauffman Conference Center in Kansas City, Missouri, to talk about how to move forward.

We understand that moving forward in creating seamless K–16 education is difficult. In most places, a profound cultural, political, and institutional chasm yawns between K–12 and higher education. We are under no illusions about the many obstacles in the road ahead. At a time when both K–12 and higher

[1] *The Learning Connection: New Partnerships Between Schools and Colleges* (New York: Teachers College Press, 2001).

education need attention and require reform and renewal, they live apart, leaving common interests that should bind them together on the margin, no one's responsibility. But as U.S. Secretary of Education Rod Paige said via videotape at this conference, open discussion of these important issues can only advance the public interest. And as these proceedings make clear, although we still have a long way to go, we are almost halfway home.

Patrick M. Callan
The National Center for Public Policy and Higher Education

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The Institute for Educational Leadership

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William T. Pound
National Conference of State Legislatures

Ted Sanders
Education Commission of the States

Ray Scheppach
National Governors Association

Acknowledgments

We would like to express appreciation to several individuals and groups who made the June 27–28 conference and this report possible.

Particular thanks, of course, go to Susan Wally and her colleagues at the Ewing Marion Kauffman Foundation for funding these proceedings and hosting the meeting so graciously at the Foundation's superb Conference Center in Kansas City.

We would like to explicitly acknowledge the wonderful support and enthusiastic cooperation which we received from our co-sponsoring organizations: the National Conference of State Legislatures, the National Governors Association, and the Education Commission of the States.

In particular, we would like to thank Demaree Michelau, policy associate of the education program at the National Conference of State Legislatures. Demi coordinated the complex planning and implementation of the meeting with consummate skill, patience and unflagging good humor.

Finally, our gratitude to writer James Harvey for once again displaying his unique skills in developing multiple, often unfocused discussions into a coherent document that we believe will be useful to a wide range of policymakers and practitioners in both elementary-secondary and postsecondary education.

Patrick M. Callan
The National Center for Public Policy and Higher Education

Gene I. Maeroff
The Hechinger Institute on Education and the Media
Teachers College, Columbia University

Michael D. Usdan
The Institute for Educational Leadership

Framing the Debate

It's a deceptively easy business to pull policymakers together to think about how to encourage greater collaboration between public schools and public and private institutions of higher education. But as Gene Budig, chairman of the Ewing Marion Kauffman Foundation and former chancellor of the University of Kansas, noted, that goal has to overcome "generations of suspicion between schools and colleges." That's why the conference was launched by a panel that sketched out the broad parameters of the challenge. Moderated by Michael D. Usdan of the Institute for Educational Leadership, the panel was composed of Ira Harkavy of the University of Pennsylvania, Kati Haycock from the Education Trust, Michael Kirst of Stanford University, Wendy Puriefoy of the Public Education Network, and Arturo Pacheco of the University of Texas at El Paso.

Why is this issue on the radar screen? What's the rush? And what stands in its way? It's easy to pay lip service to the need for greater collaboration and a more seamless system. So why is creating such collaboration so difficult? An introduction by Usdan raised these kinds of questions and defined the panel's task.

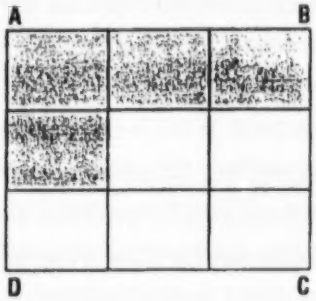
Why Now?

The United States is at a unique moment in its educational history. Having completed much of the hard work of defining standards, aligning curriculum, and putting assessment systems in place at the K–12 level, states find that the "human aspect" of reform needs attention, said Haycock. Teachers need to be better prepared. It turns out that although everyone thinks of these two systems as separate, they are interdependent. It is impossible to create major changes on one side of the gap (the K–12 system) without significant changes on the other (higher education).

More than 70% of high school graduates now go on to postsecondary education immediately, according to Kirst. But high school students are often poorly motivated and many require

THE STATE OF LEARNING IN AMERICA: *A Snapshot from Maryland*

In 1996, the 8th grade math test of the National Assessment of Educational Progress (NAEP) asked students what proportion of rectangle ABCD (below) was shaded. Students were given a choice of answers, including the correct one (44.4%).



In Maryland:

- **47% of African-American students got the correct answer,**
- **75% of white students got the correct answer, and**
- **61% of all students got the correct answer.**

Many people believe 5th and 6th grade students should be able to answer questions such as this.

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remediation once on campus. Higher education must pay more attention to these developments, moving beyond, as Pacheco put it, the traditional professorial attitude that says, "I didn't become a professor in order to prepare school teachers."

Americans consider education to be a seamless system already, reported Puriefoy. The perception may be faulty, but the public's expectation is on target. In the face of today's reality that individual economic well-being depends, to a great extent, on how well one is educated, the public is not likely to tolerate two separate and poorly articulated systems. The panel and the audience were also strongly in agreement with Harkavy's eloquent assertion that American democracy is increasingly thought to be in trouble, in part because schools and higher education have lost sight of education's responsibility to advance the public good. What he referred to as "astounding and morally troubling savage inequalities" in educational opportunity should not be "tolerated or maintained in a democratic society."

Obstacles

But if the need is clear and urgent, the obstacles are many. On the policy level, decades of disconnection have led to the expectation that the two systems should stand apart. The two systems have different governance systems and different structures, and they report to different legislative committees. Within each of the sectors, collaboration with the other is not high on anyone's agenda.

Although they said it in different ways, each of the panelists agreed that the biggest obstacle, by far, is higher education's reluctance to engage in the discussion. Most academics believe that higher education does not need fixing, the panelists reported. To add to the challenge, even if the head is willing, the body often fails to cooperate. Presidents and chancellors call in vain for cooperation if deans and faculty ignore them.

To complicate matters further, cultures differ radically within individual campuses: the faculty of a school of education or social science, for instance, often feels it has little in common with the faculty of a college of engineering or a physics department. By using SAT and ACT examinations as crucial components of admissions criteria, universities have been able to insulate themselves from the standards movement in K–12. In fact, they have side-stepped the standards issue, according to the panel, because they consider it to be highly political and accompanied by draconian accountability schemes to be avoided at all costs.

Responses that seek to revise state structures that govern K–12 and higher education are appealing, but they're not always the answer, warned the panelists. Pennsylvania and Virginia—each with a secretary of education that oversees both the K–12 and higher education communities—are not noticeably ahead of other states on this issue. But some structure is required, the panel agreed, suggesting that individual states need to work out their own arrangements. No single rule of thumb defines how every state should proceed.

What states need to do is be clear about standards and accountability and then make sure that advisory and oversight K–16 councils, and the like, are not dominated by educators. Outsiders add a badly needed dose of reality to the remarkable world of educational jargon. In that regard, suggested Pacheco, a coherent plan of collaboration helps develop a sense of history and a shared agenda. This agenda, he said, should be used to "socialize" new school superintendents and deans and presidents, helping preempt the tendency of new leaders to make a mark by tossing out everything that's old.

Above all, the reward system in higher education must change. There are now few incentives to encourage collaboration. They need to be created for every discipline.

The Time is Coming

In the end, the most positive sign is that so many states are already moving forward. Nearly half of all states are thinking about improving connections between the two systems. More than a dozen already have K–16 or P–16 councils of one kind or another. Of the 17 states that are members of the Southern Regional Education Board (SREB), for example, 12 are moving ahead. Some states are following Maryland's lead, with a voluntary statewide council. Other states think Georgia has it right with gubernatorial and legislative support for a mandated council. A handful of states, with Oregon the most notable, are in the midst of ambitious efforts to require public institutions to accept end-of-course high school examinations in place of standardized assessment tests. All of these efforts are significant.

Perhaps the most positive sign of all was identified by Gene Budig. "There's a new spirit of renewal, reform and restructuring in the air,"

EMERGING GROUND RULES FOR K–16 EFFORTS

While it would be overstating the case to say that participants agreed on a roadmap for moving ahead, in the course of the two-day meeting, agreement seemed to be reached on several broad ground rules.

- **Work locally and on the ground, not nationally and in the ether.**
- **States should reward actions rather than funding promises.**
- **The only rule of thumb is that there should be no rules of thumb.**
- **The structure of the education and higher education systems are important, but no single structure is most promising; the structure should be state-specific.**
- **States should worry about standards, accountability and linkages.**
- **Localities, regions and institutions should worry about specific plans and activities.**
- **Agreements to collaborate should be used to "socialize" new school superintendents and academic leaders.**
- **Higher education must come to see partnerships as opportunities to improve research and service—in every discipline.**
- **Avoid educational coziness by adding non-educators to statewide K–16 councils.**
- **If states raise standards and nothing else, students will be driven from school. If states raise standards and enhance support for teachers and students, everyone wins.**

he noted. "The nature of the problem is that both sides are busy protecting their own turf. But change is coming. We've done a lot to improve elementary and secondary education. The time is coming when public colleges and universities must be brought into this. In the end, our society cannot afford to have two unrelated systems of public education—one in elementary and secondary education and the other in higher education."

Five Key Issues

With that, the participants moved into the detailed work of the meeting: five roundtables on equity, governance, standards, teachers, and sustaining community, led respectively by Kati Haycock, Ira Harkavy, Michael Kirst, Arturo Pacheco, and Wendy Puriefoy. These five experts had developed background papers for the conference (see appendix).

Participants at each roundtable were given free rein to pick each other's brains—to explore issues, test out ideas and work on possible solutions. These ideas were to form grist for the mill for "role-alike" sessions toward the end of the meeting. These sessions provided a period when state superintendents, governor's policy advisors, state higher education executive officers, and legislative chairs responsible for either public schools or higher education could get together with their counterparts from other states to think through what they had heard.

Equity

When thinking about strengthening connections and collaboration between K–12 and higher education, states can start by considering the equity implications. The simple truth is that race and class are too easily correlated with student success, up and down the education continuum. Many students enter elementary school disadvantaged, and the achievement and attainment gaps grow as they progress through high school and enter college. Data from the National Assessment of Educational Progress (NAEP) indicate that 17-year-old minority students demonstrate achievement levels similar to 13-year-old white students. That is to say, 12th grade African-American and Latino youth are achieving at what would be considered 8th grade levels for whites.

How can American communities believe they have an equitable system in the face of evidence that in well-to-do districts close to 100% of the math and science faculty are fully certified, while in most inner-city schools most math and science faculty are teaching out of field? Little wonder that the proportion of low-income and minority youth attending college is so low. The best teachers should be in classrooms with the greatest need. Perhaps the school calendar needs to be

FIVE KEY ISSUES

Inter-level collaboration between K–12 and higher education can be usefully examined through five lenses, discrete but often overlapping:

Equity is the basic value animating K–16 efforts, an acknowledgment that although education beyond high school is the key to a better life for most, many low-income and minority students enter school behind the academic curve and fall farther and farther behind as they move through the two systems.

Governance systems are a major hindrance and a promising opportunity. Both K–12 and higher education systems, content to exist apart and each unwilling to welcome the other onto its turf, are administered, governed and overseen on their own terms. Cooperative governance approaches should help.

Standards can be a lynchpin of inter-level cooperation, a way for the two systems to send signals back and forth about what they consider important and how to structure curriculum and teacher preparation.

Teachers are a critical consideration. The cycle of school graduates enrolling in colleges of education who return to school to prepare the next generation of graduates creates a loop binding the two levels. Just as teaching quality is a major public policy issue for schools, so too has it become a compelling theme in colleges of education.

Community building is a major focus of many collaborative efforts. Neighborhoods in which people share concerns about the quality of community life create a natural opportunity for engaging schools and academic centers in local partnerships.

modified as well, to provide more time for learning.

This roundtable focused on the need for stringent accountability systems linked to standards, and on system reform in place of remediating students after-the-fact on postsecondary campuses. Encouraging models include the Texas decision to make a college prep curriculum the "default" curriculum for all high school students; the implementation of rigorous assessments in Massachusetts; Oregon's standards-based reform and its use in admissions decisions; and the decision in Oklahoma to require the core program by American College Testing (ACT) as the standard, required curriculum for all high school students.

But start with the obvious: Many students begin school behind the curve and drop farther behind as they move through the system. Schools and colleges should cooperate to rectify this.

Governance

Education reform must encompass K–16 or else it will fail; this was the flat assertion in this roundtable. School and higher education systems need the attention of a broad reform effort that considers higher education to be both a subject of reform and a force for change.

In many cities, major universities are the largest local employer. Universities, as the "most powerful institution in modern society," are critical to change at the local, national and global levels. Strategies should include:

- connecting higher education and its research to communities and their problems;
- understanding that schools are neighborhood hubs—healthy communities require good schools and good schools need healthy communities;
- working locally and on the ground, not nationally and in the ether;
- engaging higher education in a partnership for school and community reform;
- working democratically to avoid charges of elitism; and
- worrying about long-term sustainability.

These are solid ideas, grounded in the notion that new learning partnerships are critical, in part because many of the problems in K–12 are the indirect product of the higher education system.

Standards

This energetic roundtable agreed with several of the conclusions spelled out by Michael Kirst. The disconnect between K–12 and higher education revolves around several issues. Inequitable access to college prep courses in core subjects closes off opportunities for a lot of students, many of whom don't know what is required for college admission. Grade inflation has limited the utility of grades as predictors of college success. Yet assessment systems in K–12 and higher education differ, and most high school end-of-course assessments play little role in admissions decisions. Finally, the lack of early and high-quality college counseling for all, combined with widespread "senioritis" in the final year, mean that many students are poorly prepared for college. Once these students are accepted into and attend college, they find that they need remedial coursework to succeed.

In some communities, many students are the first in their family to complete high school. Participants agreed that this is a huge accomplishment in these neighborhoods and should not be deprecated. Indeed, if K–16 is discussed as simply a means of preparing more people for college, it will encounter trouble. There are many different routes to campus, including military service, work, and union and employer-sponsored training. What needs to be driven home is that the best preparation for the complexities of the modern workplace also turns out to be the best preparation for college-level work.

What's the secret to resolving the standards muddle? If states raise standards and nothing else, they are likely to drive many students out of school. But if they raise standards while simultaneously enhancing support for students and for teachers—everyone wins.

Teachers

The traditional image of teacher preparation programs is out of date. That image depicted a four-year stint on a college campus for would-be teachers, course content taught by the arts and sciences faculty while pedagogy was guided by the education department, and a few weeks of "practicum" in a school tacked on to the end. Today's very different program is likely to be part of a university/school partnership (K–16). It emphasizes frequent student placements, often in professional development schools. And it jointly engages not only school personnel with the university's education program, but the education department with the other academic units in the university.

It is important to understand that the history of the reform of teacher

education and of school reform have been separate. In addition, the dichotomy between content and pedagogy—between schools of education and arts and science faculty—is false. Content and pedagogy are intertwined. And as the reform movement of K–16 develops, it must insist on the moral dimension and value of teaching—and on the importance of schools in a democratic society.

With regard to policy on teaching and partnerships, four points seem important:

- States should insist on school-college collaboration in teacher preparation, and reward it.
- K–12 standards should be incorporated into teacher training programs.
- States need more robust measures of testing to capture good teaching.
- Teacher compensation is inadequate and needs to be addressed.

Community

The plenary panel and participants in the roundtables applauded the growing numbers of colleges and universities that are descending from their "ivory towers" to engage in community building. Institutions like Trinity College in Hartford, Connecticut, and the University of Pennsylvania are proactively engaged in laudable efforts to revivify their neighborhoods and improve elementary and secondary education in the surrounding areas.[1] These institutions, unlike too many of their counterparts in higher education, are not aloof from their surroundings. They provide examples of the important roles universities can play in community building.

The discussion was supportive of the notion that state policymakers should provide fiscal and related incentives to higher education institutions that roll up their sleeves and negate the town-and-gown dichotomy that is, unfortunately, all too common and so harmful in many communities. Colleges and universities must be prodded and pushed to accept the imperative of strengthening their neighborhoods and schools for reasons of self-interest as well as altruism.

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[1] See Dale Mezzacappa, "Penn and West Philadelphia," in Gene I. Maeroff, Patrick M. Callan, and Michael D. Usdan (editors), *The Learning Connection: New Partnerships Between Schools and Colleges* (New York: Teachers College Press, 2001), pp. 109–119; and Rick Green "Trinity Helps Hartford Struggle Back," in *The Learning Connection*, pp. 120–128.

Grist for the Mill

The plenary panel and these roundtables provided grist for the mill and stimulated thought in the "role-alike" sessions that followed. Each of these five sessions focused on one of the groups in attendance: the "chiefs" (state school superintendents), the governors' policy advisors, the higher education legislative chairs, the K–12 legislative chairs, and the state higher education executive officers. Although the tone and focus of each session reflected the distinct role of the participants, some common themes emerged:

- Different states are at quite different places in the evolution of these issues. A few have already integrated high school graduation and college admissions standards; a handful are still debating statewide standards.
- State agencies and entities created in the horse-and-buggy era cannot be permitted to block K–12 and higher education partnerships.
- States can point to many success stories—for example, standards, K–16 councils, presidents sitting in on review processes for teacher education, dual enrollment options, proficiency-based admissions processes, reformed teacher education programs, and mandated ACT and 4" X 4" (four core courses for each of four years) core curricula for high school.
- In some states, particularly sparsely populated plains states, the idea that everyone needs a high school education to prepare them for college is viewed as elitist.
- Rural schools pose special challenges—for example, teacher recruitment and the capacity to offer advanced mathematics and science courses.
- In some states, legislative committees are split by education level; in others, a single committee handles everything. Little consensus exists on which is better.
- Legislative chairs are becoming accustomed to the idea of K–16 or P–16 (preschool through college graduation) approaches, but they are unclear about their role and they sense a need for better inter-committee communication.

All in all, as individuals within the state teams thought about their roles, they realized that a new agenda to improve the learning connection offers significant new possibilities—and opens up significant new challenges.

Moving Forward

This was a results-oriented meeting. The participants went beyond exploring the issues and talking about the problems; they also worked on proposals to address some of these challenges once they return home.

What became apparent, as the 14 state teams turned in their reports, was that states already committed to a K–16 (or even a P–20) approach were determined to stay the course. (A single representative from a 15th state, Minnesota, also attended the conference and worked with other state teams in the development of their plans.) Several of these states, such as Maryland and Oregon, are already considered flagships in the K–16 movement. They want to sustain their momentum and solidify what is already in place.

But a number of state teams were introduced to the concept of K–16 at this meeting. Understandably, most of the participants from these states felt the need to explore the issue back home. Delegates from states such as Iowa, Missouri and Washington were interested in convening state roundtables to take soundings with key constituencies.

The Maryland Story: Taking the Vision Statewide

Donald Langenberg, chancellor of the University System of Maryland, imparted some of the lessons he had learned in five years of successful collaboration. American university chancellors, he noted, are normally proud of the fact that their title derives from the same etymological root as the term that gave the English a title known as "Lord High Chancellor." They rather like the idea that this exalted official has, since the time of Edward II in the 14th century, been the highest judicial officer in England, superior in rank to all peers except princes of the blood and the Archbishop of Canterbury, and keeper of both the official seal and "of his majesty's conscience." But few of them understand that the chancellor was also responsible as the "custodian of infants, lunatics and idiots." All in all, a pithy description of the heights and depths of academic leadership.

For five years, Langenberg has served as one of the rotating chairs of Maryland's K–16 Partnership for Teaching and Learning, a

STATE THINKING

ALABAMA
A few years ago, Alabama replaced three separate diplomas with a "4 X 4" curriculum (four core courses for each of four years). Fears that students would fail proved groundless; about 95% passed exit examinations on the first try.

FLORIDA
Florida is working to build support within its delivery system for the state's new governance system for K–12 and higher education.

HAWAII
Hawaii is working to link together its entire educational system to provide higher quality education for all.

IOWA
Iowa plans to convene an education roundtable to define existing problems and identify priority issues.

KANSAS
Kansas has reorganized community colleges and vo-tech programs under the Board of Regents. The state has also ended open enrollment at state universities and remediation on campuses overseen by the Regents.

MARYLAND
Maryland will continue its Partnership for Teaching and Learning, one of the flagship K–16 efforts in the nation. This voluntary collaboration between the K–12, community college, and University of Maryland systems was begun in 1995.

MICHIGAN
Clear standards defining university admission have been in place in Michigan since the 1980s. A very useful "Advice for Your Future" program is available to high school students. An accountability task force made up of higher education and school board representatives has also been convened.

voluntary alliance of the Maryland Department of Education, the state Higher Education Commission, and the University System of Maryland.

Begun in 1995, the partnership focused on the state's first school reform agenda, in place since the 1980s and known as the MSPAP—the Maryland Student Performance Assessment Program. By 1995, the state's Department of Education was working on high school standards for school and student performance and looked to the state's academics for help in defining standards in key subject areas. Subsequently, the partnership ventured into:

- developing about a dozen end-of-course examinations through the high school senior year—which will be applied to the high school class of 2007;
- obtaining agreement from high school writing teachers and university faculty in English composition about standards for first-year college writing;
- redesigning teacher training programs vigorously, including improving standards for professional development schools that involved obtaining agreement from school superintendents and education faculty about the nature of the schools in which many prospective teachers gain their experience; and
- developing an associate of arts degree in teaching so that community colleges can help remedy the shortfall in teachers expected in Maryland (and around the nation) in coming years.

Opinions Formed

Langenberg offered several lessons learned or, as he put it wryly, "opinions formed" from his experiences. First, a project involving a handful of faculty is not a collaboration. To be truly effective, the scale has to be statewide. Next, there's the challenge of scale in terms of time. No one is quite sure how long it will take to fully reform K–12, but it's probably on the order of 20 to 25 years. Persistence is essential.

Next, it's the teachers, dummy. As a recent report from the National Alliance of Business makes clear, it is time to make teaching a profession. Teachers are not treated like professionals. They are not supported like professionals. They are not rewarded as professionals. "And, in turn, they don't act like professionals." Improved induction,

MISSOURI
Missouri plans to increase public awareness of the value of K–16 approaches and to identify the issues that a K–16 or P–16 council could address.

MONTANA
Montana is working to improve the effectiveness of teacher education programs, both pre- and in-service.

NEW MEXICO
New Mexico has been focusing on improving teacher quality and has experienced success in several areas, including loan forgiveness. An accountability commission includes business leaders.

OKLAHOMA
Oklahoma is working to maintain the energy of existing efforts such as GEAR UP and EPAS (both designed to prepare young people for work and college) and to inventory programs and achievements in order to measure progress and communicate it to key constituencies.

SOUTH CAROLINA
South Carolina has instituted a successful partnership (with NCATE, the state Department of Education, and the state Higher Education Commission) involving joint visits to assess teacher education programs.

OREGON
Oregon is moving forward with its nationally recognized Proficiency-Based Admission Standards System (PASS), a plan to have the state's colleges and universities use proficiency exams rather than grade point averages or coursework as admissions criteria.

WASHINGTON
Washington is encouraging community colleges and school administrators to discuss Running Start and bring together key stakeholders to discuss resources, governance, alignment, assessment, and teacher education across the K–16 system

TAKING THE VISION STATEWIDE

How do you take the K–12 vision statewide? Donald Langenberg, chancellor of the University System of Maryland, offered his views based on five years' experience:

- **Scale is absolutely essential. Do not think small.**
- **Durability is crucial. Plan for the long-term.**
- **What is needed is a community with an agenda. Leaders with a program need not apply.**
- **Nobody is to blame for the problem. Everybody is responsible for the solution.**
- **It's the teachers, dummy. Improving performance requires professionalizing teaching.**

better mentoring, and more time for professional growth are all important. Career ladders should help. Teachers deserve more control of their own work and they also deserve more pay. Recent data from the Organization for Economic Co-operation and Development (OECD) indicate that the United States ranks 22nd out of 26 nations in terms of how well teachers are paid relative to salaries within each country.

Finally, what is needed is a community with an agenda. If it's broad enough and deep enough, it will survive changes in leadership. That agenda should involve higher standards, assessment and concern for the conditions of teaching. "If that agenda is there, it doesn't matter what you call it. And what you are really after is a seamless system."

A seamless system. So the conference ended where it had begun—with a call for seamless learning connections to improve teaching and learning from kindergarten through college graduation. The evidence from this meeting shows that we have a long way to go, but the evidence is equally clear that, as Patrick Callan of the National Center for Public Policy and Higher Education noted in bringing the conference to a close: we have also come a fair distance.

APPENDIX

Five Key Issues

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— Five Key Issues: Equity —

Why is K–16 Collaboration Essential to Educational Equity?

By Kati Haycock
The Education Trust

At every level of American education—elementary, secondary and postsecondary—minority and low-income youngsters are performing below their more advantaged counterparts. These students enter school somewhat behind other students and the gaps that separate them grow as they progress through the grades. By the end of high school, African-American, Latino and poor white youngsters have skills about the same as those of other youngsters at the end of middle school. Not surprisingly, fewer of these students enter college, more require expensive and time-consuming remediation, and disproportionately few graduate from college. Indeed, college completion rates among African-American and Latino young people are less than half of those among white young people, and young people of all races from high-income homes are nearly seven times as likely to graduate from college as young people from low-income homes.[1]

Regardless of one's vantage point—from higher education looking downward, from K–12 education looking upward, or from policymakers looking at both—it is almost immediately obvious that the problems in one sector cannot be solved without the cooperation of the other sector. Colleges and universities may want to increase the number of minorities entering the freshman year or to decrease the number of such students requiring remediation, for example, but meeting that goal is largely beyond their control. If the K–12 system doesn't produce more well-prepared minority graduates, the most that higher education can do is re-label the problem or move it around (push remedial courses from four-year to two-year colleges, for example). Likewise, the success of K–12's efforts to improve achievement and close gaps between groups is hugely dependent upon the quality and quantity of teachers produced by higher education.

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[1] Education Trust, "Youth at the Crossroads," prepared for the National Commission on the High School Senior Year, U.S. Department of Education, Washington, D.C., 2001. Available at www.edtrust.org.

Who Would Benefit from Greater Cross-Level Collaboration?

The absence of coordinated planning and action across K–12 and higher education has serious negative consequences for adults inside and outside of the education system. Rather than preparing their students to meet a single set of standards, for example, teachers now have to try to decipher the many and conflicting sets of standards put forth by state education agencies, postsecondary institutions, and business. Administrators—especially high school principals—also suffer in this world of myriad, unconnected standards, particularly when their schools' gains on state assessments are called into question because of apparent increases in their graduates' need for remediation. Moreover, both colleges and employers often have to scramble for enough well-qualified applicants, especially applicants from minority groups.

But no one suffers more than students themselves, especially those who are minorities or from low-income families, for they are the ones who have to bear the lifetime burden of trying to support their families with a set of skills more appropriate to the industrial age than to the information age.

But What Will It Take to Bring about Such Collaboration?

A quick look around the country makes it clear that there is no shortage of cooperative programming between higher education and K–12, especially in the area of minority achievement or college enrollment. Indeed, there probably isn't a college or a school district in the country that can't list not just one but many partnerships with a neighboring institution. Indeed, schools with concentrations of minority students may be home to as many as 50 or more such programs.

While cooperative university-school programs often feel wonderfully good for the participants, however, research seldom shows much long-term impact. For minority students, in particular, these after-school, weekend, or summer extras are seldom enough to compensate for the effects of watered down instruction the rest of the school day and year. Surely they would profit more if higher education devoted its energy not to outreach programs but to producing quality teachers in sufficient numbers to teach these youngsters well day in and day out.

So the question becomes how to encourage not just any old cooperative program, but rather, how to encourage the kinds of cooperative work that result in across-the-board improvements in teaching and learning.

There are two basic ways to come at this. The first, and probably the most popular, is to put dollars on the table for joint K–16 work. Those dollars can be made conditional on the creation of a K–16 governance structure and/or on the willingness to undertake particular actions (for example, aligning high school exit and college entrance examinations). This approach has the advantage of getting lots of activity underway quickly. But it has several disadvantages as well, not the least of which is that these activities tend to remain at the fringes of institutional life and institutional priorities. And when the dollars dry up . . . the activity goes away.

The alternative is to approach this issue through the lens of accountability. The core idea is simple: policymakers should design their accountability systems for both K–12 and higher education to include outcomes that each system cannot possibly deliver alone. K–12, for example, might be held accountable not only for improving student achievement and closing gaps between groups, but also for assuring that all of its secondary teachers have deep and substantial knowledge in the subject areas they are teaching. Similarly, higher education can be held accountable for decreasing the number of minority freshmen requiring remediation. This approach has the advantage of getting the close attention of institutional leaders and forcing collaborative activity closer to the top of institutional priorities, because no leader wants to fail to improve the core measures on which he or she is being held publicly accountable. But this way has a disadvantage as well, for new dollars can really speed the implementation of a K–16 effort.

In the end, then, an approach that combines changes in accountability systems with some new resources to get work underway probably has the most power both in garnering the attention of institutional leaders and in setting changes into motion.

All of this, though, begs the question of what needs to happen to get policymakers to move on these needs in the first place. Our experience suggests that the answer is *education* (that's education with a small "e"). Just like the populace more generally, both policymakers and educators tend to view higher education and K–12 as wholly separate systems. Indeed, policymakers tend even to handle the affairs of K–12 and postsecondary education in different committees; lawmakers specialize in one or the other, rarely in both. Educators, too, walk across system lines only rarely. And these days they are so pummeled for progress on one matter or another that they often don't have time to recognize how an objective might be advanced with a little cooperation from the other sector.

I'm always struck, for example, by the extent to which leaders in higher education view the use of race in admissions as an issue that plays out entirely within their own bailiwick. Their conversations on the subject are laced with talk about the need to use some kind of compensatory weighting to ameliorate the effects of "past" discrimination—as if the achievement gap that they are trying to overcome were primarily a product of some bygone day, rather than largely a product of *current* inequities (such as the allocation of quality teachers or quality curricula) that are, at least in part, of higher education's own making!

In matters like these it helps to provide both the space and the support to enable leaders both inside and outside of education to think through the connections and plan a more thoughtful, coordinated K–16 approach.

What Forms Might Leadership Take?

While there are almost endless variations on the possible steps that education and policy leaders might take, here are at least a few of the recurring themes:

- Creating cross-system structures—at either the local or state level—to bring together leaders from K–12, higher education, business, and the broader community around a coordinated K–16 approach to improving overall achievement and closing gaps between groups (examples at the state level include non-statutory bodies like the Maryland K–16 partnership for teaching and learning, and statutory bodies like Florida's new joint governing council);
- Developing cross-sector data systems to track students across systems and serve as a basis for evaluation of interventions;
- Reducing unnecessary walls between systems that block student (or teacher) movement, including, for example, financing dual enrollment programs that allow advanced high school students to progress into college-level studies, freeing up precious high school resources—especially teachers—to concentrate on building the core skills of underachieving students;
- Convening cross-sector teams of faculty and/or others to take on key tasks like the alignment of K–12 and higher education standards and curricula, or the development of standards for what teachers should know and be able to do;
- Reinforcing changes underway in the other system: "We value the new

standards and assessments in K–12, so we'll use them to inform our admissions or placement process." Or, "We like the beefed up requirements for teachers at university X . . . so we're not going to hire any new teachers that don't meet those new requirements"; and

- Aggressively using the bully pulpit to teach the public about the vast economic changes that make improved education outcomes essential for individuals, groups, and society more broadly.

Dollars and Other Spurs

Dollars certainly help to get things rolling. The trick, however, is to avoid the long-term, programmatic funding that keeps these activities on the peripheries of the institutions. One way of doing this might be to use the "push" of a reconstructed accountability system together with the "pull" of recaptured funding for institutional or departmental priorities. At the moment, for example, there are no strong incentives for either whole campuses or mathematics departments to reduce the number of entering students requiring remediation in mathematics. Even if such a change would theoretically "save" many millions of dollars, there are no obvious ways for either to recoup those dollars for the purposes they hold dear. Indeed, if mathematics departments all of a sudden taught only the mathematics *not also taught* in high schools, a full 80% of the credit hours (and almost that same fraction of the budgets and full-time-equivalent students) of the math department would disappear overnight. So, why should the math faculty bend over backwards to work with local teachers or redesign the placement test to comport with K–12 curricula, when they are the losers if their efforts succeed? What if, instead, they could recoup at least some of the saved funding for other purposes?

There are other ways to generate motivation through accountability systems. Let's pick on mathematics and science again. At the moment, colleges and universities in the United States fill their math and science graduate programs with students who are foreign nationals. Indeed, in the most recent year for which data are available on Mathematics degrees, more than one-quarter of the master's degrees and nearly half of the doctoral degrees awarded in the United States were awarded to citizens of foreign nations. While there are surely some benefits that flow from this practice, one of the costs is that the faculty in these departments need feel no particular sense of urgency about improving the preparation of the young people in nearby schools to head down

this same path. This is why firms in Silicon Valley have to press Congress to expand the number of H1B visas so they can import more technical workers, while Latino and African-American youth in the nearby San Jose Unified School District (among others) end up cleaning their offices. Once again, a reconfigured accountability system—with some financial incentives for results—might stand a better chance of turning this situation around.

Raising Public Consciousness

The public actually understands more of this than the policymakers suspect. In poll after poll, upwards of 90% of all parents—including minority and low-income parents—are unequivocal about their hopes that their children will attend college. And their children are voting with their feet: nearly 80% of all high school graduates—including even 50% of the lowest quartile graduates—are going on to postsecondary education. Indeed, parents and students are far more knowledgeable about the escalation of workplace educational requirements than are most educators.

Where the public needs a little help, though, is in:

- understanding that going to college and being *prepared* for college are two different things; and
- understanding that student success in college is at least in part a function of what the *college* does.

Misunderstandings in the latter area—especially the widespread view that student success is largely dependent on student rather than institutional effort—are getting in the way of the kinds of accountability systems for higher education that might actually jar higher education out of its slumber and promote truly effective cross-system activity.

— Five Key Issues: Governance —

GOVERNANCE AND THE CONNECTION BETWEEN COMMUNITY, HIGHER EDUCATION AND SCHOOLS

By Ira Harkavy
University of Pennsylvania

Through the school system, the character of which, in spite of itself, the university determines and in a large measure controls . . . through the school system every family in this entire broad land of ours is brought into touch with the university; for from it proceed the teachers or the teachers' teachers.

—William Rainey Harper, *The University and Democracy*, 1899

We have come to believe strongly, and elementary and secondary schools have come to believe, that they cannot reform without us. . . . *This is not telling them how to do it, but both of us working together to fix what's wrong with our own education systems.* . . . We prepare teachers for the public schools, and we admit their students. *So it is our problem just as much as theirs.* [emphasis added]

—Donald N. Langenberg, Chancellor, University System of Maryland, *The Chronicle of Higher Education*, November 20, 1998

The most obvious lessons from Boston University's experiences are that to be truly effective, reform plans must be comprehensive, touching all aspects of life.

—Lee D. Mitgang, "The Boston University–Chelsea Partnership," *The Learning Connection*, 2001

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> The modern university . . . *is the central institution* in post-industrial society. [emphasis added]
>
> —Derek C. Bok, former President, Harvard University, *Universities and the Future of America*, 1990

> It is my firm conviction that the great universities of the 21st century *will be judged* by their ability to help solve our most urgent social problems. [emphasis added]
>
> —William R. Greiner, President, State University of New York, Buffalo, *Universities and Community Schools*, 1994

> To be a great university, we must first be a great *local* university. [emphasis added]
>
> —Shirley Strum Kenny, President, State University of New York, Stony Brook, *New York Times*, August, 18, 1999

My discussion of governance rests on two propositions: (1) Serious, significant, sustained, multi-sectoral community partnerships are a prerequisite for sustained school and systemwide educational reform. To put it another way, without meaningful multi-sectoral partnerships, there can be no meaningful educational reform. (2) Sustained, systemwide educational reform requires reforms in the educational system from pre-K through colleges and universities. Accordingly, higher educational institutions are essential partners in *and* an essential component of sustained systemwide educational reform.

The Connection Between Community, Higher Education and Schools

I should note at the outset that my focus on community partnerships and the central role of higher educational institutions in these partnerships is based on 16 years of work with public schools in Philadelphia (with a particular emphasis on West Philadelphia, the University of Pennsylvania's local geographic community) as well as with regional and national efforts to export and replicate this work. Soon after my colleagues and I developed the West Philadelphia Improvement Corps (WEPIC), Penn's major school reform project, it became clear to us that school change could not be accomplished by focusing only on schools and schooling. We increasingly realized that school and school-system change are intrinsically connected to community change and

community mobilization, and that effective community change depends on transforming the local public schools into "good" public schools. Needless to say, that insight is not unique to us. Witness, for example, the extraordinary growth of the Coalition for Community Schools from five partner organizations in 1997 to over 160 today, including major educational, youth development, family support, and community development organizations.

What accounts for this increased and increasing recognition of the school-community connection? In part, it may be the result of frustration with the impacts of reform efforts that focus on the school and/or school system as the sole units of change. Certainly it is a reaction to the highly visible, morally troubling, increasingly savage inequalities between urban, largely minority schools, school systems, and communities, and the schools, school systems and communities of much of suburban America. The school-community connection is evident in the relationship between the multiple interrelated plagues—poverty, violence, ill health, broken families, unemployment, and drug and alcohol abuse—and academic failure.

Although obvious, the interactive impacts of community and school on each other have not been seriously, systemically addressed by either governmental policy or American higher educational institutions. A strategy needs to be developed that connects school and school system change to a process of *democratic* community change and development. The strategy should be directed toward tapping, integrating, mobilizing, and galvanizing the enormous untapped and unintegrated resources of communities, including colleges and universities, for the purpose of improving schooling and community life.

Higher educational institutions are, in my judgment, *the* strategic partner in systemwide reform. Simply put, the path toward effective democratic schooling and large-scale, significant, ongoing systemic change must run through American higher education, particularly the American research university. The research university's significance derives in part from its status as a particularly resource-rich and powerful local institution. More centrally, universities have become arguably the most influential institution in the world. In 1990, while president of Harvard, Derek Bok highlighted the growth in importance of universities since World War II:

> All advanced nations depend increasingly on three critical elements: new discoveries, highly trained personnel, and expert knowledge. In America,

> universities are primarily responsible for supplying two of these three ingredients and are a major source of the third. That is why observers ranging from Harvard sociologist Daniel Bell to editorial writers from the *Washington Post* have described the modern university as *the central institution in post-industrial society.* [emphasis added] [1]

Bok did not explicitly emphasize, however, what I regard as the most critical reason for higher education's leadership role. I think it axiomatic that the schooling system functions as the core subsystem—the strategic subsystem—of modern information societies. More than any other subsystem, it now influences the functioning of the societal system as a whole; this subsystem, on balance, has the greatest "multiplier" effects, direct and indirect, short- and long-term. I think it equally axiomatic that universities function as the primary shapers of the overall American schooling system. The powerful role of research universities stems not only from their enormous prestige and power—they serve, in effect, as the reference group that defines and shapes the entire schooling hierarchy—but also from their role in educating teachers. In short, what universities do and *how* they do it, and what they teach and *how* they teach have enormously complex, enormously far-reaching impacts on the entire schooling system and on society in general.

The societal, indeed global, reach of universities makes them particularly important partners in school system and community-wide reform. In this era of global information and communication, local school systems are powerfully affected by the larger national and global schooling systems. Local changes cannot be sustained if they remain only local and unconnected to broader national developments. Systemic change needs not only to be locally rooted and generated, but also to be part of a national/global movement for change. For that to occur, an agent is needed that can simultaneously function on the local, national and global levels. Universities are the preeminent local institutions (for they are embedded in their communities) and national/global

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[1] Derek C. Bok, *Universities and the Future of America* (Durham, NC: Duke University Press, 1990), p. 3.

institutions (for they operate with an increasingly interactive worldwide network).

Devolution, Higher Education-Assisted Community Schools, and Education Reform

For nearly a generation, John Gardner, arguably the leading spokesperson for the "New American Democratic, Cosmopolitan, Civic University," has been thinking and writing about organizational devolution and the university's potential role in it. For Gardner, a process of *democratic* neighborhood activity and change needs to be set in motion in order for ongoing positive developmental change to occur. My colleagues and I have conceptualized this process as entailing an effective "democratic devolution revolution," requiring much more than new forms of interaction among federal, state and local governments and at each level of government. New forms of interaction among the public, for-profit and nonprofit sectors are also mandatory. Government would function as a collaborating partner, effectively facilitating and helping to finance cooperation among all sectors of society to support and strengthen individuals, families and communities. The work of local institutions (colleges and universities, hospitals, community-based organizations, faith-based organizations, unions, and businesses) would be adapted to the needs and resources of local communities. Given their enormous and varied (human, economic and political) resources and given their "place-based" nature (for it is difficult for them to move), higher educational institutions are significant partners in local coalitions working to produce school and community change.

If colleges and universities are to fulfill their potential and really contribute to a democratic devolution revolution, however, they must function very differently from the way they do now. To begin with, changes in "doing" will require colleges and universities to recognize that, *as they now function*, they constitute a major part of the problem, not a significant part of the solution. To become part of the solution, institutions of higher education must give full-hearted, full-minded devotion to the hard task of transforming themselves and becoming socially responsible, genuinely engaged civic universities. To do that well, they will have to change their institutional cultures and structures and develop a comprehensive, realistic strategy.

A major component of the strategy being developed by Penn (as well as by an increasing number of other higher educational institutions) focuses on the

development of *higher education-assisted community schools* designed to help educate, engage, activate, and serve all members of the community in which the school is located. The strategy assumes that colleges and universities can help develop and maintain community schools that serve as focal points to create healthy urban environments, and that universities consider this task to be worthy because, among other reasons, they function best in such environments.

Somewhat more specifically, the strategy assumes that like colleges and universities, public schools can function as environment-changing institutions and become the strategic centers of broad-based partnerships that genuinely engage and coordinate a wide variety of community organizations and institutions. Public schools "belong" to all members of the community. They are particularly well suited, therefore, to function as neighborhood "hubs" or "nodes" around which local partnerships can be generated and formed. When they play that role, schools function as community institutions *par excellence;* they then provide a decentralized, democratic, community-based response to significant community problems and help young people learn better and at increasingly higher levels through action-oriented, collaborative, community-based problem solving.

Governance and the Connection Between Community, Higher Education and Schools

Governance issues are at the heart of partnerships between community, higher education and schools. For these partnerships to be significant, systemic and sustained, they need to develop governance structures that connect classrooms, schools and school districts, and that build from feeder patterns among schools (a high school and the elementary and middle schools that "send" their students to the high school). The partnerships also should, in my judgment, be democratic, mutually respectful, and mutually beneficial, vesting significant leadership in principals and teachers. Colleagues across the country have developed a higher education–*assisted*, staff-controlled and managed approach to community–higher education–school partnerships. (This approach is sharply divergent from the Boston University–Chelsea "university-dominated community school" described in *The Learning Connection.*)[2]

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[2] Lee D. Mitgang, "The Boston University–Chelsea Partnership," in Gene I. Maeroff, Patrick M. Callan, and Michael D. Usdan (editors), *The Learning Connection: New Partnerships Between Schools and Colleges* (New York: Teachers College Press, 2001), pp. 11–19.

For community schools no "one best system" is even conceivable, let alone workable; each community requires its own organizational and governance structures. Having said that, I can specify an approach to governance that is being put into practice by a number of higher education–school partnerships. Each community school has a community advisory board that both helps to identify strategic community problems that could serve as a focus of student learning and that *assists* the principal and teachers in advancing the school's instructional program. Although each community school has its own community advisory board, it is not by any means community controlled a la the Ocean Hill Brownsville School District in New York City in 1967–68. In any event, in higher education–assisted community schools (and in "conventional" schools) *site-based* professional educators must lead the effort and be at the *core* of the governance structure. Ideally, university students, faculty and staff, as well as community members assisting the teachers, would work under the direction of an assistant principal or teacher serving as an on-site coordinator. Graduate and/or undergraduate students functioning as liaisons with the higher educational institution would, in turn, assist the on-site coordinator.

For real change to occur, it must, of course, occur at the level of classroom practice in both the public school and in higher education. If there is no academic linkage between higher education and a public school, then there will be no sustainable partnership. Developing an integrated pre-K through 16 problem-solving *curriculum* must be a primary focus. To illustrate a project that has developed such a curriculum, I highlight the Urban Nutrition Initiative (UNI) in West Philadelphia.

Developed from an undergraduate seminar first taught by Professor Francis Johnston (former chair of Penn's anthropology department) in 1990, UNI has evolved into a multi-faceted program that connects Penn undergraduate courses with courses in an elementary, a middle, and a high school in West Philadelphia, creating a pre-K through 16 curriculum. UNI's goals are:

1. to create and sustain an interdisciplinary pre-K through 16 curriculum that focuses on improving community health;
2. to work with university faculty and public school teachers to effectively engage students as agents of school and community change; and
3. to improve the nutritional and health status of public school students, their families and the local community.

Operating daily in Drew Elementary, Turner Middle, and University City High Schools, UNI involves 1,000 students in grades K–12. UNI has developed and implemented a curriculum that teaches core subjects (math, social studies, language arts) through entrepreneurial projects, peer and community health promotion, and community gardening. These include:

- fruit and vegetable stands at Drew and Turner;
- school gardens at Drew, Turner, and University City High School (UCHS);
- community fitness program for parents and community members at UCHS;
- urban agriculture and microbusiness development at UCHS; and
- interdisciplinary curricula at Drew, Turner and UCHS.

To connect and integrate colleges and universities on an ongoing, meaningful basis will require creating this kind of *academic* linkage across all levels of schooling. This process can be strongly advanced through forming site-based curriculum development workshops led by teachers and university faculty with participation from students and community members.

Course and curriculum development workshops and the strengthening of local classroom practice are necessary, but hardly sufficient, components of a strategy aimed at pre-K through 16 reform. Good work done in local classrooms, of course, must be connected to organizations that can take innovations to scale. Broad-based, local coalitions of schools, universities, faith-based organizations, community-based organizations, nonprofit organizations, for-profit firms, and government agencies need to be formed so that planning and implementation can occur across many schools in a given geographical area. In West Philadelphia, for example, Penn is a lead partner of a large-scale coalition compromised of principals from West Philadelphia public schools; representatives from nonprofit institutions (such as Philadelphia Zoo, Children's Hospital of Philadelphia and Drexel University), from small to large for-profit firms (such as White Dog Cafe, Institute for Scientific Information and Aramark), and from community groups; and political leaders (such as city council members, state House and Senate members, and representatives from various city departments, including the mayor's office). The coalition, which works directly with school district administrators responsible for West Philadelphia, focuses on improving professional development, curriculum development, and school-to-career opportunities; expanding services for children and their families; coordinating and leveraging resources; and advocating for 25 West Philadelphia public schools.

For district-wide change to occur in large urban school districts, each college and university in the city would need to make a major priority the integration and improvement of the overall schooling system in its "home community"—that is, the community in which it is located and the schooling system and community ecological system that it can most directly and most powerfully affect. A city-wide coalition of community–higher education–school partnerships would, in turn, need to be formed to work with the school district to promote systematic pre-K through 16 educational reform. Such coalitions are increasingly being created. In the greater Philadelphia area, for example, 42 higher educational institutions comprise the Philadelphia Higher Education Network for Neighborhood Development (PHENND), a consortium which works both to engage colleges and universities with their local schools and communities, and to coordinate and integrate programs. Beginning in the fall of 2001, PHENND plans to make higher education–public school partnerships its highest priority for systemic educational reform.

Advancing the Connections Between Community, Higher Education and Schools Through Implementing "The Noah Principle"

At a two-day education summit convened by *Fortune* magazine in 1988, Louis V. Gerstner, Jr. (then President of American Express, now chairman and chief executive officer of IBM) called for the adoption of "that famous Noah Principle": "No more prizes for predicting rain. Prizes only for building the arks."[3] The severe, worsening, alarming conditions in America's urban schools and communities require government, foundations, and institutions of higher education to immediately, systematically, and collaboratively implement the Noah Principle. In short, *doing* the right thing must replace describing what is wrong or predicting what is likely to happen as *the* standard of excellent performance.

To help speed the application of the Noah Principle, I conclude with the following suggestions:

1. Government at all levels should provide support to broad-based, local coalitions designed to develop and sustain partnerships

[3] Lee D. Mitgang, *Fortune*, Nov. 7, 1988, p.42.

between communities, higher education and schools for pre-K through 16 educational reform.

2. Government at all levels should create multi-agency commissions designed to advance and implement partnerships between communities, higher education and schools.
3. Governors and state legislatures should develop strategies and programs to promote regional consortia of higher educational institutions to significantly and effectively improve schooling and community life.
4. State governments should award prestigious "Triangle Awards" (to coin a term) to outstanding community–higher education–school partnerships.
5. National associations, including the National Conference of State Legislatures, the National Governors Association, and the Education Commission of the States, should convene a distinguished panel to recommend both short- and long-term strategies to effectively engage colleges and universities and their local schools and communities.
6. National associations, including those cited above, should focus their national meetings, workshops, and publications on developing strategies to increase higher education's strategic contribution to schools, communities and democracy.

The above suggestions are, at best, merely a starting point for discussion. My (utopian) hope is that those attending this conference will develop concrete plans that lead to significant multi-sector partnerships, greater collaboration across the pre-K through 16 schooling system, and more effective, more democratic schools and communities. I look forward to learning from and with you as we work hard to build, launch and sail "the [new schooling] arks."

— Five Key Issues: Standards —

Bridging the Great Divide Between Secondary Schools and Postsecondary Education

By Michael Kirst and Andrea Venezia
Stanford University

Education reform is sweeping the nation. The development of K–12 standards and accountability mechanisms; the assessment of K–12 schools, teachers, and students; and shifting college admissions policies are just a few of the many areas of reform activity. Although there are a number of K–16 projects in many states, little effort has been made to coordinate reform systemically across educational levels in order to improve academic opportunities and the chances of success throughout students' entire educational lives.

Historically, educational change has been isolated within either the K–12 or the higher education sector. Standards for defining college-level coursework and remedial courses, for example, are traditionally determined solely by higher education institutions, while K–12 entities define the curricula for non–Advanced Placement "college prep" courses in high schools. The lack of coordination between the public K–12 and postsecondary sectors impedes successful transitions between the systems and diminishes educational opportunity for many students. Problems related to this disconnect are noticeable in areas such as access to college-prep courses, grade inflation, placement into remedial-level coursework in college, conflicting conceptions of student assessment, special problems endemic to the senior year in high school, and a lack of early and high-quality college counseling for all students. We discuss these issues below.

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The lack of connection between K–12 and higher education is rooted deeply in the history of U.S. education policy. The country's two separate systems of mass education—K–12 on one hand and universities and colleges on the other—rarely collaborated to establish consistent standards. In 1900 the education sectors were linked somewhat because the College Board set uniform standards for each academic subject and issued a syllabus to help students get ready for subject-matter examinations. But this connection, never very strong, first frayed and then fell apart, and the only remaining linkage of consequence is usually through teacher preparation programs in schools of education.

Higher education systems and institutions have little incentive to collaborate with K–12 districts and schools. While local partnerships focused on outreach issues exist, there are few levers in place—such as K–16 accountability systems or funding mechanisms that cross the sectors—to encourage higher education to change its practices. K–12 policies, such as standards and assessments, are at the mercy of political forces, while state legislatures and governors often view higher education as comparatively untouchable.

Several problems surfacing in both education systems seem to be a direct consequence of the lack of coordinated standards and the confusing signals that this situation sends to students and educators alike. For example, in response to a national survey conducted in June 2000 by ACT, Inc., 20% of students bound for four-year institutions and nearly 40% of students headed for two-year schools indicated that they would not take all the courses ACT deemed necessary for college-level work.[1] Also, retention and completion rates in many of our public colleges and universities are very low. Graduation rates at the least selective public universities in many states range between 30% and 50%.[2] The U.S. Department of Education reported that more than one-quarter of freshmen at four-year colleges and nearly half of those at two-year colleges do not make it to their second year.[3]

While many of these problems are created by structural inequalities in the schools and in society at large, it may be possible that, by coordinating reform efforts across the K–16 system, we could improve academic outcomes for all

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[1] "High School Sophomores Need Help Planning Upper-Level Courses, College, and Careers," ACT, June 7, 2000, available at www.act.org.
[2] *Measuring Up 2000: The State-by-State Report Card for Higher Education* (San Jose: National Center for Public Policy and Higher Education, 2000).
[3] Thomas Mortenson, *Postsecondary Opportunities* (Washington, D.C.: U.S. Department of Education, November 1999).

students. Forty-nine states have created K–12 content standards in most academic subjects, and almost all of those states have statewide K–12 student assessments. The next steps are to articulate college-level expectations more clearly to K–12 stakeholders and to tie policies and data together across the sectors.

Our research with the Consortium for Policy Research in Education (CPRE) and with Stanford University's Bridge Project links streams of work on K–16 policy coherence and incentives with conceptions of policy "signaling." We view policies and practices in the areas of admissions and placement as communicating signals, meaning, and expectations to secondary school students and K–12 educators. Crucial aspects of these signals and incentives are clarity and consistency. Consistency occurs when signals, incentives, and institutional policies all require students to possess similar knowledge and skills. We focus on signals and incentives that will enhance the "college knowledge" of prospective students in secondary schools—that will help them be admitted to colleges, be placed into college-level courses upon entry, and complete their desired degrees (or community college competencies).[4] Such signals are especially important for students who are currently not exposed to high-level curricula or who do not receive information about college in a consistent manner from their parents, counselors, siblings, or teachers.

Often, the task of preparing students for college falls entirely on the K–12 system, but it is ill suited to carry this burden alone. From our research, we found that few teachers, counselors and administrators have much knowledge of college admission and placement policies. Without such knowledge, they cannot transmit accurate information to students. In addition, not all high school students are held to high standards. A recent Metropolitan Life Survey found that 71% of the students surveyed expected to go on to a four-year college, but the teachers believed that only 32% of their students should continue on to higher education.[5]

Our research in Texas and preliminary findings in other project states show that, while most students need better information about college preparation, students who are in accelerated curricular tracks in high school receive clearer signals about college preparation than do their peers in other tracks. Students in high-level courses receive such information from a variety of sources—the

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[4] We do not explore intrinsic motivations, but we realize that they are important factors in shaping the behavior of prospective college students.

[5] *Metropolitan Life Survey of the American Teacher, 2000: Are We Preparing Students for the 21st Century?* (New York: Metropolitan Life Insurance Company, 2000).

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challenging content of their courses, university recruitment efforts, parents, counselors, other students, and teachers who are knowledgeable about college-level standards. But many students in middle- and lower-level high school courses are not reached by recruitment efforts or by college counselors in their high schools, and many economically disadvantaged parents lack the experience and information to help their children prepare for college.[6]

We can no longer afford the excuse that, because not all students attend college, we do not need to set high standards for all students. Approximately 70% of students enter postsecondary education after high school.[7] The other 30% need high-level skills and knowledge to succeed in the labor market and to be able to participate fully in our society.

In sum, the disconnect between K–12 and higher education manifests itself in several crucial areas. As mentioned above, these include:

- **Access to college-preparatory courses in the core subject areas.** An inequitable distribution of academic opportunities in high schools can close the door to college for some students and lead to inadequate preparation for others. An Outreach Task Force from the University of California found a "continuing pattern of differing outcomes for racial and ethnic groups" in California's K–12 schools, with the groups "least represented in higher education remaining most concentrated in the lowest-performing schools." Out of the state's public high school graduates, approximately 4% of Latinos, 4% of African-Americans, 13% of non-Latino whites, and 32% of Asians met the eligibility requirements for the University of California system.[8]
- **Grade inflation and a reliance on grades as predictors.** Many current admissions policies rely heavily on grades to predict student success in college; recent research has found a trend toward grade inflation that some posit is related to the perceived need to help students compete for college admission. For example, 31.5% of freshman students at UCLA reported having an A average in high school in 1996, compared to 28.1% in 1995 and 12.5% in 1969.[9] The value of these "objective" measures of performance for

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[6] Andrea Venezia, "The Communication and Interpretation of Undergraduate Admissions Policies in Central Texas High Schools and Middle Schools," doctoral dissertation, Lyndon B. Johnson School of Public Affairs, University of Texas, Austin, 1999.
[7] "Ticket to Nowhere: The Gap Between Leaving High School and Entering College and High-Performing Jobs," *Thinking K–16*, Education Trust, Washington, D.C., fall 1999.
[8] *University of California Outreach Task Force Report* (Oakland: Office of the President, University of California, September 6, 1997).
[9] Alexander W. Astin et al., *The American Freshman: National Norms for Fall 1996* (Los Angeles: Higher Research Institute, UCLA, 1996).

evaluating students and predicting their success in college is becoming more and more questionable.

- **The need for remedial-level coursework in college.** The extent of remedial education at the college level in the United States is large. Nationally, in 1995, nearly three out of ten first-time freshmen enrolled in at least one remedial course.[10] In 2000, in the California State University system, more than two-thirds of regularly admitted first-year students did not meet college-level standards in at least one placement exam. Forty-six percent did not fare well in reading and writing, while 45% did not meet the standards in mathematics.[11]
- **Conflicting conceptions of student assessment.** Differences between the content and format of assessments used at the K–12 exit level and those used at the college-entrance level point to variances in expectations regarding what students need to know and be able to do to graduate from high school and enter college. New K–12 standards and assessments increasingly require students to construct meaning, solve problems, and learn cooperatively, in addition to memorizing facts. At the same time, admission and placement decisions in higher education are mostly based on multiple-choice tests, grades, and other "objective" measures of students' secondary-level performance. For example, many states are using writing samples in their K–12 assessments. By contrast, the ACT and SAT college entrance exams use multiple-choice formats to test writing attainment.[12] College placement exams often measure students' knowledge of a subject according to a standard set by large-scale assessment developers or by professors in university departments. The Education Trust has shown that placement standards in mathematics often include second-year algebra, while admission tests rarely go beyond first-year algebra.[13]
- **Special problems endemic to the senior year of high school.** Current admission and placement policies create incentives that influence seniors in negative ways. College preparation occurs primarily between grades 8 and 11 because admission processes begin early in the senior year. Our research

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[10] David Breneman and William Harlow, *Remediation in Higher Education* (Washington, D.C.: Fordham Foundation, 1998).
[11] *Improving Academic Preparation for Higher Education* (Sacramento, CA: Legislative Analyst's Office, February 8, 2001).
[12] Vi-Nhuan Le, *Alignment Among Secondary and Post-Secondary Assessments in Five Case Study Sites: Report for the Bridge Project* (Santa Monica, CA: RAND Corporation, forthcoming).
[13] "Ticket to Nowhere."

shows that placement exams at most institutions of higher education are not publicized to high schools or to entering students and are usually administered as part of the orientation process. Consequently, students cannot prepare for them during high school.

Higher education institutions rarely look at senior-year grades or hold students accountable if their grades do slip or if their course-taking patterns change drastically. Also, some students take the highest-level math courses during their junior year in high school and have few math options in their senior year. A typical pattern for many students who plan to attend less selective four-year institutions or community colleges is not to take any math in the senior year.

- **A lack of early and high-quality college counseling for many students.** Counselors face a range of responsibilities that compete for their time; students with special needs and students placed in gifted programs often receive the bulk of counselors' attention. While this emphasis is necessary, it leaves many students with few available people at the school site who are familiar with college-transition issues. Also, many high schools do not have counselors who specialize only in the transition from high school to college.[14]

In recent years, many states and localities have developed innovative ways to eliminate or reduce these problems and connect K–12 and higher education. These include the Proficiency-Based Admission Standards System (PASS) in Oregon, P–16 and K–16 councils in Georgia and Maryland, and the El Paso Collaborative, to name a few.

These efforts range from the complex restructuring of governance and policymaking to the creation of ancillary programs. Even if attempts to increase policy compatibility across systems succeed, there is no guarantee that the reforms will reflect high-quality standards and assessments. In a rush to reach consensus, reformers might settle for the lowest common denominator. Simply aligning current standards and assessments, especially if they are of poor quality or do not correspond to what is taught in the classroom, is not going to solve deeply entrenched problems.

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[14] Patricia McDonough, "Buying and Selling Higher Education: The Social Construction of the College Applicant," *Journal of Higher Education* 65 (1994): pp. 427–46; idem, *Choosing Colleges* (Albany: SUNY Press, 1997); and Venezia, op. cit.

What forms, then, should K–16 collaboration take in order to improve college-going and completion rates? Although we are in the initial stages of data analysis for most of our project states, some consistent themes are emerging. Parents, counselors, and teachers need to be better informed about college admission and placement if they are to send clear signals about college preparation. The effort to provide this information must go beyond targeted outreach and fragmented categorical programs to universal programs for all students. K–12 assessments that are aligned with higher education standards can provide clear signals and incentives. These assessments should be diagnostic in nature, and the results should include performance levels that indicate to students whether their scores meet or exceed the level for college preparation and placement without remediation.

New strategies are being advocated by influential forces. Recently, Richard Atkinson, president of the University of California (UC) System, called for the elimination of the use of the SAT I for admission purposes. He recommended that UC require tests that assess specific subject areas rather than those that assess, as he put it, "undefined notions of 'aptitude' or 'intelligence.' "[15]

The following recommendations are based on research conducted for the Bridge Project and a review of relevant literature.[16]

- Provide all students with information about and access to courses that will prepare them to meet college-level standards.
- Examine the relationship between the content of higher education placement exams and K–12 exit-level standards and assessments to determine if more compatibility is necessary. Publicize the content, standards, and consequences of placement exams to students in high schools so that they understand and can prepare for higher education expectations.
- Review placement exams—including assessments developed by individual campuses, departments, and faculty members—for reliability, validity, authenticity, and teaching for understanding. Colleges need to

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[15] Richard C. Atkinson, "Atwell Lecture," presented to the American Council on Education, Washington, D.C., 2001.

[16] These recommendations are from a student-centered perspective; they do not include changes in teacher preparation programs and other possible K–16 reforms. A list of recommendations to improve the quality of the senior year in high school, in addition to state-specific recommendations for project states, can be found on our Web site: www.stanford.edu/groups/bridgeproject/.

maintain data regarding the success of placement procedures. States need K–16 data systems so that they can analyze, for example, the relationship between student course-taking patterns in high school and the need for remedial work in college, or examine longitudinal trends concerning what happens to students after they complete remedial-level coursework.

- Use data, when relevant, from state K–12 assessments as an additional indicator of college readiness. These data could be used for undergraduate admission and placement purposes and to study students' college-level success. Higher education and K–12 representatives should work together to develop performance levels for K–12 assessments with regard to higher education admission and placement standards.
- Allow students to take placement exams in high school so that they can prepare academically for college and understand college-level expectations. These assessments should be diagnostic in nature so that students, parents and teachers know what is necessary to improve students' preparation for college.
- Sequence undergraduate general education requirements so that appropriate senior-year high school courses are linked to the general education courses in college.
- Expand successful dual or concurrent enrollment programs that include all students, not just traditionally "college-bound" students. Many students are not comfortable socially or emotionally in high school environments, while others complete their schools' highest-level courses as sophomores and juniors and have trouble finding appropriate courses as seniors. In addition, concurrent enrollment programs can stimulate curricular review and innovation in both systems.
- Publicize reports about college-level remediation and students' first-year college performance (aggregated at the high school or district level) in mass media outlets, and ensure that policy implications are considered by local school boards.

All these recommendations will be easier to carry out and to implement effectively if there is an overall organizational base for K–16 policymaking and oversight. Few states have such an entity. Most states implicitly discourage K–16 policymaking by having separate K–12 and higher education legislative committees, funding streams, and state agencies. These barriers inhibit joint policymaking and communication regarding issues such as funding, data sharing, student learning (curriculum, standards and assessment),

matriculation and transfer, teacher training and professional development, and accountability. Having a K–16 entity does not, however, ensure that innovative K–16 reforms will follow. Only a concerted effort by policymakers, educators, parents, and students will do the job.

Despite the many separations and barriers that have historically prevented K–16 reform, many states are working to bring the two systems together. A recent paper from the Institute for Educational Leadership stated that K–16 reform "seems to be emerging in the early stages of consciousness-raising."[17] In many states, representatives from both K–12 and postsecondary education are talking and deliberating together more than ever before, but what is usually lacking is a structure to continue that dialogue over the long term. New York, Oregon, Georgia, Maryland, Texas, and Oklahoma were cited in a recent *Education Week* article for developing reforms that join the two systems together around such issues as standards, assessments, and course requirements.[18] Although many of these efforts are new and have not been evaluated, they are important first steps to ensure that all students can prepare for, enter, and succeed in postsecondary education.

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[17] Michael D. Usdan and Mary Podmostko, *The Legislative Status of K–12 and Higher Education Relationships* (Washington, D.C.: Institute for Educational Leadership, 2001).
[18] Lynn Olson, "K–12 and College Expectations Often Fail to Mesh," *Education Week*," May 9, 2001, p. 1.

— Five Key Issues: Teachers —

Improving Teacher Preparation: Research, Practice and Policy Implications

By Arturo Pacheco
University of Texas at El Paso

Different Images of Teacher Preparation: Old and New

Undertaking a serious examination of teacher preparation in the year 2002 is likely to reveal two very different images. The most commonly held image is an old one that has been used to describe teacher preparation programs over the past 50 years. This view depicts teacher preparation as a process that happens almost exclusively in colleges and universities, where students preparing to become teachers take a large number of education courses leading to a bachelor's degree. They have few subject matter or content courses and little experience with public schools or real children. Near the end of their coursework, candidates do as little as 12 weeks of "student teaching," a short period of practice in school classrooms under the supervision of student teacher supervisors. Once at the public schools, experienced teachers tell them that little of the "abstract learning" of their university courses is relevant to the real work of teaching children.

Although this stagnant and fragmented image of teacher preparation may have been partially accurate a decade ago, it is far from accurate in describing how teachers are prepared today in the country's best teacher education programs. Teacher preparation programs have experienced more significant change and improvement in the past 10 years than in the prior 50 years. National and state attention to the quality of teachers and their preparation, along with high attrition rates and external accountability systems focused on

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teacher preparation institutions, have contributed to the pressure for major change in the preparation of teachers. Increasing research evidence is also pointing to teacher preparation and teacher quality as critical variables in student learning.

In addition, since the late 1980s, a number of national reform efforts have focused on improving teacher preparation programs. Among these are the National Network for Education Renewal, the Holmes Partnership, the Renaissance Group, the Project 30 Alliance, and the Standards Based Teacher Education Project. The work of these relatively new reform efforts has been supported by two much older and larger organizations, which have themselves become deeply reform-minded: the National Council for the Accreditation of Teacher Education, and the American Association of Colleges of Teacher Education.

The combined work of these groups has led to very different practices in teacher preparation in the United States today from those found in traditional programs. The teacher preparation program is likely to be part of a comprehensive university/public school partnership (K–16), often a formal agreement between a university and one or more school districts to collaborate in the improvement of both teacher quality and student achievement. The higher education end of the partnership is likely to include the involvement of faculty and administrators from the arts and sciences as well as education faculty, and it may include community college partners as well. On the public school end of the partnership, the placement of interns is likely to be in a professional development school, a public school that has a number of joint projects of engagement between university faculty and teachers, including the supervision of interns, joint research and inquiry, and continuous work on professional development. Student interns are at school sites for yearlong internships—as opposed to 12 weeks of student teaching. In some cases, faculty from the university teach at the public schools and public school teachers serve as "clinical faculty" in the university's teacher preparation program. There is growing evidence that these partnerships are making an important difference in several areas: student achievement is rising; teacher quality is improving; and an environment of common vision, trust and purpose is increasingly found among key players—players who a decade before tended to blame each other for the problems in our nation's schools.

Emerging Principles and Commonalities

Several principles are emerging out of this decade of research, collaboration and change in the way we think and go about preparing teachers. Here, I discuss only four major themes and then discuss the policy implications of what we have learned.

K–16 Collaborative Partnerships Are Necessary

The enterprise of preparing better teachers, while seeming straightforward, is an extremely complex task. We need teachers who can prepare youngsters to function in a high-tech, high-information society, who are sensitive to and understand the richness that comes with a diverse society, who take seriously the task of preparing fully and rigorously *all* children, not just the traditional 30% to 50% who have headed for college in the past. Add to this the need to prepare teachers for an accountability-driven K–12 system, a standards-based curriculum that demands evidence of learning, and an assessment system that may not be fully aligned with identified standards. This is obviously a complicated enterprise.

Because this task of preparing effective teachers is so complex and involves so many different kinds of knowledge and skills, it is only through broad and deep collaboration that we will be successful. This collaboration must be across all aspects of teacher preparation, including its design, evaluation and governance. No single party can do it. Pulling together the talent and expertise of higher education (both arts and sciences and education faculty), of public school teachers and leaders, and of community leaders and parents to craft and pursue a common vision of achievement for their children is absolutely necessary and is beginning to pay off in those communities that have K–16 partnerships.

Separate Reforms Won't Do: The Necessity of Simultaneous Renewal

What we know from those who have studied the history of public school and teacher preparation reform is that separate reforms won't do. Since there has always been some relationship between the preparation of teachers and the schools to which they are sent, the logic of a necessary connection, if not of simultaneous reform, seems self-evident. We can neither afford to prepare new

teachers for old-fashioned schools, nor old-fashioned teachers for new schools. This has been made clear in the work of John Goodlad, who has called for *simultaneous renewal* of the public schools and the programs that prepare teachers for them.[1] History shows us that independent and separate reforms—often headed in different directions—have been very much a part of the problem.

Breaking the Content/Pedagogy and Theory/Practice Dichotomies

Within the university, faculty members, especially those in the arts and sciences, often act as if good subject matter content could be taught effectively without pedagogy—the science of teaching skills and the effective transmission and creation of knowledge and learning. Meanwhile, education faculty, placed in a defensive posture by their higher-status colleagues from the arts and sciences, often respond by seeming to suggest that content knowledge is not so important. Hence, the once popular phrase: we teach children, not subjects. This is a false dichotomy; good and effective teaching cannot occur without strong pedagogy, and pedagogy devoid of content is an empty and useless concept. The notion of *pedagogical content knowledge*, developed by Lee Shulman, is a richer and far more useful concept, and we need to pay constant attention to the integration of content and pedagogy in effective teaching.[2]

In a similar vein, the distance that many university faculty have had from public school teachers and their classrooms often leads to schisms between the so-called "abstract learning" of the university and the "applied learning" of public school classrooms. This often leads to an elitist stance of university professors toward their colleagues in the public schools, assuming the guise of the expert over a profession in which they have many stories but little current practice. Unlike the faculty members of medical schools who continue to serve the same real patients that their medical students serve, a large number of professors who prepare teachers talk about the teaching and learning of children in the public schools without bothering to visit the schools.

For their part, public school teachers can and should collaborate in the preparation of teachers, sharing the responsibility with university faculty members from education programs and from the arts and sciences. This

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[1] J. I. Goodlad, *Educational Renewal* (San Francisco: Jossey-Bass, 1994).
[2] L. Shulman, "Knowledge and Teaching: Foundations of the New Reform," *Harvard Educational Review* 57 (1): 1–22.

tripartite partnership and collaboration would go a long way in preparing better teachers for the schools and thus increase the likelihood of academic success for all youngsters. At a minimum, there would be a bridge between theory and practice, and, like the clinical faculty in teaching hospitals, having faculty members in the schools could do much to ease the transition from the university to the public school classroom. In many cases, the student about to graduate and become a teacher is faced with the challenge of integrating the seemingly disconnected experiences of visits to three alien worlds—that of the arts and sciences disciplines, the pedagogical world of the colleges of education, and the world of school practice, where the children are.

The Moral Work of Teachers in a Democratic Society

Increasingly, educational reformers in the last decade have rediscovered an essential role that teachers in public schools have always played in American society in preparing the young to effectively function as adult citizens in a democratic society. This role of the public schools has not changed much from the vision held by the founders of American democracy. Thomas Jefferson and other framers of the Declaration of Independence knew that democracy depends on a well-educated citizenry, and that the way to develop an educated citizenry is through a system of public education. This line of reasoning extends from Jefferson to John Dewey and suggests that the education of children is the greatest moral enterprise of the nation; the nation's future as a democratic society depends on it. Teachers are the stewards of that enterprise and as such they need to be well prepared to serve in this role. This role as stewards of the public good is often lost in the contemporary flurry over test scores and narrow definitions of academic achievement. As we move toward increased accountability and testing, we need to develop assessments that give us a sense of how well a school and the teachers within it are preparing the nation's future citizens—in the full sense of that word.

Major Issues and Policy Implications

The last decade of local, state and national reform efforts in the area of teacher preparation has brought about significant changes in the way teachers are prepared. These efforts have been supported by research evidence that suggests that school-college collaboratives are making a difference across several parameters, including the preparation of more effective teachers. Many of the

positive results of these reform efforts were cited in the seminal educational report of the decade: *What Matters Most: Teaching and America's Future* (1996).[3] Appearing midway in the last decade, this report from the National Commission on Teaching and America's Future looks in both directions: backward to cite positive results of reforms to date and forward to make recommendations for what remained to be done. The recommendations listed below are consistent with those found in *What Matters Most*, and they come out of the collective experience of the reform efforts to date. These were also common themes at a recent meeting of leaders from the major national reform efforts.[4]

Insist on K–16 School-College Collaboration in Teacher Preparation, and Reward It

School-college collaboration positively impacts teacher preparation in a variety of ways. It is the only way that a shared vision of teaching and a sense of common purpose for teaching can result. It is the only way that a standards-based curriculum can be developed and aligned, K–16. A product of K–16 partnerships, professional development schools serve to break down the gulfs between the culture of the university and the culture of the public school. There is growing evidence that teacher interns who serve in professional development schools also have far less attrition than those prepared through old, traditional ways. Increasingly, major funders of large-scale reform efforts (the U.S. Department of Education, the National Science Foundation, and several private foundations) are demanding partnerships as a requirement for funding because they know that these partnerships are critical to making gains in student achievement.

Support Standards-Based Approaches to Teaching and Learning

Consistent with the recommendation of *What Matters Most*—"Get serious about standards, for both students and teachers"[5]—the integration of standards into teacher preparation better prepares new teachers for the standards and accountability they will face in the public schools. Standards also help to make

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[3] National Commission on Teaching and America's Future (New York: 1996).
[4] The meeting, sponsored by the Carnegie Corporation, was held in New York City on May 1, 2001.
[5] National Commission, p. 64.

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clear the ingredients of good teaching: subject matter knowledge, teaching knowledge, and teaching skill. Clear content standards at the K–12 level also demystify expectations for learning and academic achievement for public school students and their parents.

In the area of teacher preparation, the work of the National Board for Professional Teaching Standards (NBPTS) in preparing high and rigorous standards for exemplary teaching, along with performance assessments to measure accomplished teaching, is beginning to reshape the teaching profession. Many teachers who have completed the multiple and rigorous NBPTS assessments describe the process as the best professional development experience they have ever had. The related work of translating the NBPTS standards of accomplished teaching into a set of standards for beginning teachers by the Interstate New Teacher Assessment and Support Consortium (INTASC) is very promising and a critical first step in the reinvention of teacher preparation.

Accountability and High Stakes Testing Need More Robust Measures

There is no doubt that state accountability systems have had a positive impact on both K–12 learning and teacher preparation programs. However, the assessments used to measure success, while headed in the right direction, need to be far more robust in capturing good teaching. Some states are still using more simple-minded multiple choice tests because they are far less expensive than robust performance assessments. The performance-based assessments of the National Board and the INTASC standards for new teachers both show great promise. They at least attempt to capture teacher performance through assessments of videotaped lessons, the analysis of student work, and deep reflection on student practice, in addition to subject matter knowledge and the application of standards. And there is growing evidence that the quality of teaching by National Board-certified teachers correlates very well with accomplished teaching.

Continue to Address Inadequate Teacher Compensation

Teaching is likely to be perceived always as a calling, a vocation that is much more than just another occupation. Few would argue, however, with the fact that the salaries of new teachers, compared to other professions that demand similar levels of education and experience, are too low. We are just beginning to

see increasing efforts by state legislatures and local school boards to tackle this problem. In some subject matter areas where there are severe teacher shortages (high school math and science teachers, for example), more is already being done. State-funded scholarships for students preparing to become teachers in these areas, as well as differential pay scales for these teachers (based on teacher shortage areas and market demands), are beginning to find acceptance. And, to keep accomplished teachers from leaving their classrooms to seek a more equitable living wage, salary hikes and increased status for National Board-certified teachers is now much more common across the country, with funding at the state level and the local district level. Rather than loose talk about closing down teacher preparation programs, it is time to recognize and reward those that have transformed themselves in the last decade and to help the others learn from the research and reform of the last 10 years.

— Five Key Issues: Community —

Inter-Level Educational Collaboration for Civic Capacity Building: The Role of Local Education Funds

By Wendy D. Puriefoy
Public Education Network

What is the Public Education Network?

The Public Education Network (PEN) is a national association of 69 member local education funds (LEFs). It collaborates with its members to build the capacity of local communities to create positive, lasting change in public schools. PEN assists LEFs in serving as effective agents of positive change by promoting a framework for systemic reform, managing an information exchange of research, expertise, and best practices relevant to LEFs, offering grant opportunities and technical assistance, and creating alliances with national and state organizations, corporations, media groups, nonprofit partners, and the philanthropic sector.

The mission of PEN is to create systems of public education that result in high achievement for every child in America. PEN works to ensure the availability of high-quality public education to every child, particularly the disadvantaged. It believes that improving public school systems is the responsibility of entire communities. The 69 network members in 28 states and the District of Columbia serve approximately 6.5 million children—almost 15% of American public school students. Fifty-three percent of children in LEF districts are eligible for free or reduced student lunch, compared to 33% of children in the nation as a whole. LEFs serve 8,600 schools in over 313 school districts.

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What Are Local Education Funds (LEFs)?

LEFs work in partnership with school districts and communities to increase student achievement and build public support for public schools. They are independent nonprofits that operate as intermediaries between citizens and school bureaucracies. Motivated by the belief that improving educational environments for children is too big a task for school districts to undertake alone, community leaders created LEFs to serve as public-private agents of change.

LEFs are structured to be fast moving, flexible, responsive, and non-bureaucratic. These characteristics enable them to adapt to the changing context of schools and student bodies. LEFs can take on issues that pose greater organizational or political challenges for large and inflexible school bureaucracies. Because of their structure and position outside the system, LEFs write grants, secure donations of services or funds, mount programs, and produce evaluations of their work faster than other traditional institutions.

LEFs promote local partnerships, provide reliable and unbiased information to the public, partner with national reform initiatives and federal grants, implement state policy initiatives, award grants for school improvement efforts, innovate and experiment with school reform, and provide direct services to students and families. The major areas of activity include teacher professional development, parent/family involvement, community engagement, literacy/reading development, the school to college/career transition, technology and education, and content standards and assessment. Over the past 17 years, LEFs have become increasingly sophisticated organizations. Average staff size has increased over the past five years, from seven full-time staff members to eleven. LEF work has gradually expanded from programmatic efforts to efforts targeted at policy change and public engagement.

In 2000, 95% of all LEFs reported conducting community forums on a variety of issues and 85% reported conducting direct communications with policymakers (a dramatic increase from 71% in 1999).[1]

LEFs have therefore clearly assumed a dual role in which they are both the initiators and supporters of school improvement and advocates for public education itself.

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[1] Public Education Network Annual Member Survey, *Reflecting into the Future: 1996-2000* (Washington, D.C.: 2000).

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Civic Engagement and Higher Education: Overview

LEFs convene diverse stakeholders, bringing together those with conflicting, sometimes adversarial positions (e.g., teachers union representatives and district managers) to find common areas of interest and concern.

Since their inception, LEFs have routinely involved the academic sector in their work. Initially, such involvement centered on the design of professional development activities or of teacher mini-grant programs (e.g., as proposal readers). Today, collaborations between LEFs and universities are extending to LEF governance, heightened LEF accountability efforts (e.g., evaluation expertise), and civic engagement (e.g., university public policy and/or education faculty efforts to assess community concerns). In fact, academic sector representation has witnessed the fastest rate of increase on LEF boards: in 2000, roughly 11% of LEF board members (or 135 of the 1,230 total) were drawn from universities.[2] We believe that the expansion of this collaboration reflects as much the expanded scope of LEF work as it does shifting priorities and interests within the academic sector itself.

LEFs as Intermediaries Between Universities, Schools and Communities

LEFs and universities collaborate most significantly in the following ways:

- disseminating university-conducted research findings on quality education for all students to communities, thereby creating a more informed public;
- brokering university expertise to schools, thereby helping to reduce the research-to-practice gap;
- providing a mechanism for university faculty to address the concerns of community members (e.g., in surveying public opinion regarding teacher quality and the universities' own efforts to improve teacher quality);
- brokering university/community involvement programs such as inter-level student mentoring;
- helping universities to achieve equity goals by providing them access to early student and/or teacher recruitment in high poverty and minority communities; and

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[2] *Ibid.*

- bringing cross-sectoral resources (organizations and funding) to bear on university initiatives (e.g., interdisciplinary social services and education programs).

Below are several examples from LEFs that exemplify one or more of the above collaborative activities.

Reduction of Research-to-Practice Gap

Fund for Educational Excellence, Baltimore. The Fund for Educational Excellence works with Johns Hopkins University to administer, study and refine the School/Family/Community/Partnership (SFCP) program, which has been in operation since 1986. SFCP engages families and the broader community in their children's education. Inaugurated in 8 schools 11 years ago, it is now in all 182 schools in Baltimore City. This program has been adopted in 9 other states and 52 other districts nationally. Research shows that the SFCP program improves student performance in reading, writing and math, as indicated on the Maryland State Performance Assessment Plan, especially when the family and community partnerships are connected directly to classroom instruction.[3]

Cleveland Education Fund. The Cleveland Collaborative for Mathematics Education (C^2ME) is devoted to instructional research and development, encompassing subject-area content, instructional methodology and teacher leadership. All aspects involve leadership from diverse faculties at major area universities. The major event is the annual mathematics competition at John Carroll University. This collaborative has spawned TEEM (Teacher Enhancement in Elementary Mathematics), a program designed to strengthen elementary mathematics education in the Cleveland Public Schools (CPS). A four-year initiative made possible by a $1.9 million grant from the National Science Foundation, TEEM provides leadership and intensive mathematics content training for every teacher in all 80 CPS elementary schools. The impact: 92% of participating schools showed improvements in students' scores on the mathematics proficiency test.

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[3] Joyce L. Epstein, *School, Family, and Community Partnerships: Preparing Educators and Improving Schools* (Boulder, CO: Westview Press, 2001).

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Joint Community Outreach Efforts for Educational Improvement

Wake Educational Partnership, Raleigh, North Carolina. The Wake Educational Partnership was established as a citizens committee to review findings of the National Commission on the Future of America's Teachers and to develop an action plan linking the schools and the community in order to assess, recruit and develop a strong teacher workforce.

Philadelphia Education Fund. The Excellence in Teaching Partnership brings together Temple University (the region's largest provider of new teachers), the School District's Office of Human Resources and its Department of Leadership & Learning, three targeted middle schools, and the Philadelphia Education Fund. The partnership seeks to address the need for qualified middle grades teachers. The partnership attacks the problem from three angles: (1) improved pre-service education, including the creation of an undergraduate Middle School Endorsement Program at Temple University; (2) improved recruitment and hiring systems for qualified applicants; and (3) improved retention efforts, including targeted induction programs for new middle grades teachers.

Golden Apple Fellowship Program, San Francisco. The Golden Apple Fellowship Program, sponsored jointly by the Ed Fund, the San Francisco Unified School District, and the University of California at Berkeley (UC Berkeley), recognizes excellent teachers in San Francisco schools and provides them with an opportunity for professional renewal through a semester of coursework at UC Berkeley. Under the guidance of UC Berkeley faculty advisors, the fellowship allows teachers to sharpen their subject-matter expertise, broaden their knowledge base, and reflect on new ways to teach more effectively.

Funding and Support to University Initiatives

Mon Valley Education Consortium: Yale University School of the 21st Century. The Mon Valley Education Consortium has helped to conceptualize and execute the annual conference of the Yale University School of the 21st Century for three years. The conference is a school-based childcare and family-support program for young children (from birth to age 12) and their families. Specifically, the Mon Valley Education Consortium presents sessions on child development, fund-raising, program evaluation, and staff development. Additionally, they offer participants an opportunity to network and share ideas with practitioners who have successfully implemented programs throughout the country.

Cross-Disciplinary and Sectoral Collaboration

Providence, Rhode Island. Through the Kids Health Career Alliance, the Providence LEF has successfully tapped the resources within the community, bringing together business and community leaders, university students and professors, and health professionals. This alliance introduces at-risk middle school students to career options in health care. Additionally, the program emphasizes the importance of math and science in preparing for well-paying careers in the health field. Working with students on issues of self-esteem, peer pressure, procrastination, and drug awareness, the Alliance encourages and prepares students for college.

Inter-Level Mentoring Programs and University Student Recruitment/Retention

Philadelphia Education Fund. As the largest and broadest-based college preparatory assistance program in the city of Philadelphia, the College Access Program (CAP) and the Philadelphia Scholars Fund provide direct services to over 2,700 low-income youths from some of the most financially disadvantaged sections of the city. Eighty percent of these students will be the first in their families to attend college. The program operates in 9 middle and 11 high schools, where coordinators provide comprehensive college readiness services, including college and career awareness workshops, individual advising, motivational speakers, financial aid, and scholarship assistance. CAP helps schools develop their own capacity to provide comprehensive college assistance and services and a "college-going culture" that includes a college preparation course sequence. CAP operates three community-based centers that serve both school-aged and adult populations who seek to begin or return to college. With one-on-one advising, reference materials, financial aid assistance, and test-taking classes, the CAP centers provide an invaluable service to thousands of community members each year.

Boston Plan for Excellence: Action Center for Educational Services and Scholarships (ACCESS). When the Boston Plan for Excellence was first established, several local corporations created a separate endowment for "last-dollar" scholarships for graduates of Boston's public schools. Since 1985, the Boston Plan has awarded almost $4 million in scholarships.

The Montclair After-School Tutoring Project, Montclair, NJ. The Montclair Fund for Educational Excellence (MFEE) established the Montclair After-School Tutoring Project to provide academic support to at-risk students and to narrow the achievement gap. Local residents and students from Montclair State University serve as tutors for these students.

Fund for Educational Excellence, Baltimore. The Fund for Educational Excellence created Career Academies to improve the preparation of students for careers, to increase the retention of students in high school, and to increase their enrollment and success in college. Over 95% of the academy's graduates enter college.

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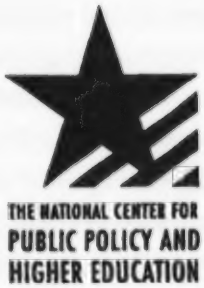
The National Center for Public Policy and Higher Education



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Overcoming the High School Senior Slump: New Education Policies, by Michael W. Kirst (May 2001, K–16 Report #01-01). Examines the causes and consequences of high school "senior slump" and presents policy directives that can help American high schools reclaim the academic rigor of the senior year.

Doing Comparatively Well: Why the Public Loves Higher Education and Criticizes K–12, by John Immerwahr (October 1999, K–16 Report #99-03). The author explores public attitudes about K–12 and higher education, and identifies trends that suggest that higher education's "honeymoon" with the public may be waning. The report is based on a wide range of public opinion surveys and focus groups conducted by Public Agenda during the past five years.

Higher Education and the Schools: State Strategies that Support Successful Student Transitions from Secondary to Postsecondary Education, by P. Michael Timpane (July 1999, K–16 Report #99-02). This report explores the implications of school reform issues for the future of higher education.

All One System: A Second Look, by Harold L. Hodgkinson (June 1999, K–16 Report #99-01). This update to *All One System* clarifies recent trends, current impasses, and areas of immediate priority regarding the long-neglected relationships between higher education and the public schools.

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